Evaluation & Appraisal and Update of Alachua County Comprehensive Plan: 2011-2030

Draft Policy Revisions to Address Evaluation & Appraisal Issues

Board of County Commissioners Meeting March 28, 2019

Purpose of Meeting

- Follow-up on Board direction from previous Comprehensive Plan workshops.
- Receive input and direction from County Commission on draft policy revisions to the Comprehensive Plan for public hearings on transmittal of proposed amendments for State review.

Presentation Outline

1. Suggestions to Increase Density in the Urban Cluster
2. Open Space and Greenways Policies
3. Clustered Rural Subdivisions Open Space Policies and Internal Road Paving Requirements for Rural Residential Subdivisions
4. Traditional Neighborhood Development (TND) Standards

Upcoming Schedule – Comprehensive Plan Update

- **April 2, 2019**
  - Linkage Fees Discussion
  - Other outstanding issues (as time permits)
- **Public Hearings on Transmittal of Proposed Amendments:**
  - Local Planning Agency/Planning Commission: May - June
  - County Commission: June - August
- **State Deadline for Transmittal of Proposed Amendments:**
  - March 19, 2019

Statutory Procedural Requirements

163.3191 Evaluation and appraisal of comprehensive plan

(1) At least once every 7 years, each local government shall evaluate its comprehensive plan to determine if plan amendments are necessary to reflect changes in state requirements … and notify the state land planning agency as to its determination.

(2) If the local government determines amendments to its comprehensive plan are necessary to reflect changes in state requirements, the local government shall prepare and transmit within 1 year such plan amendment or amendments for review…

(3) Local governments are encouraged to comprehensively evaluate and … update comprehensive plans to reflect changes in local conditions …

(4) **If a local government fails to** submit its letter prescribed by subsection (1) or **update its plan pursuant to subsection (2), it may not amend its comprehensive plan until such time as it complies with this section.**

1. SUGGESTIONS TO INCREASE DENSITY IN THE URBAN CLUSTER

Board Motion from December 6, 2018

Provide a list of proposals that would have the effect of increasing density within the Urban Cluster, should the Board wish to do so.

What is Residential Density?

- Number of residential units per unit of land.
- Per Alachua County Comprehensive Plan, density is calculated as the number of residential units per gross acre of land ("gross density").

Example: 100 residential units/50 gross acres = 2 units per acre gross density

Gross Density vs. Net Density

- **Gross Density:** All land area in development site is included in density calculation
- **Net Density:** Excludes common/public areas like rights-of-way, open space, and stormwater from the density calculation
- Alachua County Comprehensive Plan is based on gross density

How is Density Used in Planning?

- Key aspect of development patterns
- Ensuring various housing types are accommodated in appropriate locations to meet the community's needs
- Planning for future capital improvement needs
  - Close linkage with transportation system, particularly in supporting viable transit service.
- Evaluating land use compatibility
- Providing predictability in development decisions
- Required component of Comprehensive Plans under Florida Statutes

Density is One Factor in Community Design

Some other important factors include:

- Green infrastructure such as open spaces, tree canopy, landscaping, parks, and trails
- Street layout and design
- Quality of architecture, building features, and building scale
- Accessibility to employment, businesses, institutions, etc.

Potential Benefits of Compact, Dense Growth Patterns

- Public infrastructure and services can be provided more efficiently and cost-effectively over the long term
- Less land is used to accommodate population growth
- Allows land to be preserved for conservation, recreation, and/or agriculture
- Higher densities in appropriate locations can bring people closer to community amenities such as businesses, education, health care, entertainment, public spaces, and transit
- Can result in more walkable, vibrant urban areas

What Affects the Density of Development?

- Locational factors
- Local land economics/land costs
- Local market preferences
- Local land use policies/development regulations
- Site-related constraints (wetlands, topography, etc.)
- Availability of urban infrastructure such as transportation networks and central water & sewer

General Strategies Relating to Density from Alachua County Comprehensive Plan

General Strategy 1 (Future Land Use Element)

- Minimize conversion of land from rural to urban by **maximizing the efficient use of available urban infrastructure**…
- Designate and maintain … **urban cluster that sets a boundary for urban growth**
- **Incentives for higher average densities**…in the Urban Cluster
- Range of urban residential densities with the **highest densities located in or near urban activity centers**, and **lower densities located in outlying rural areas** or areas of the County which have physical limitations to development.

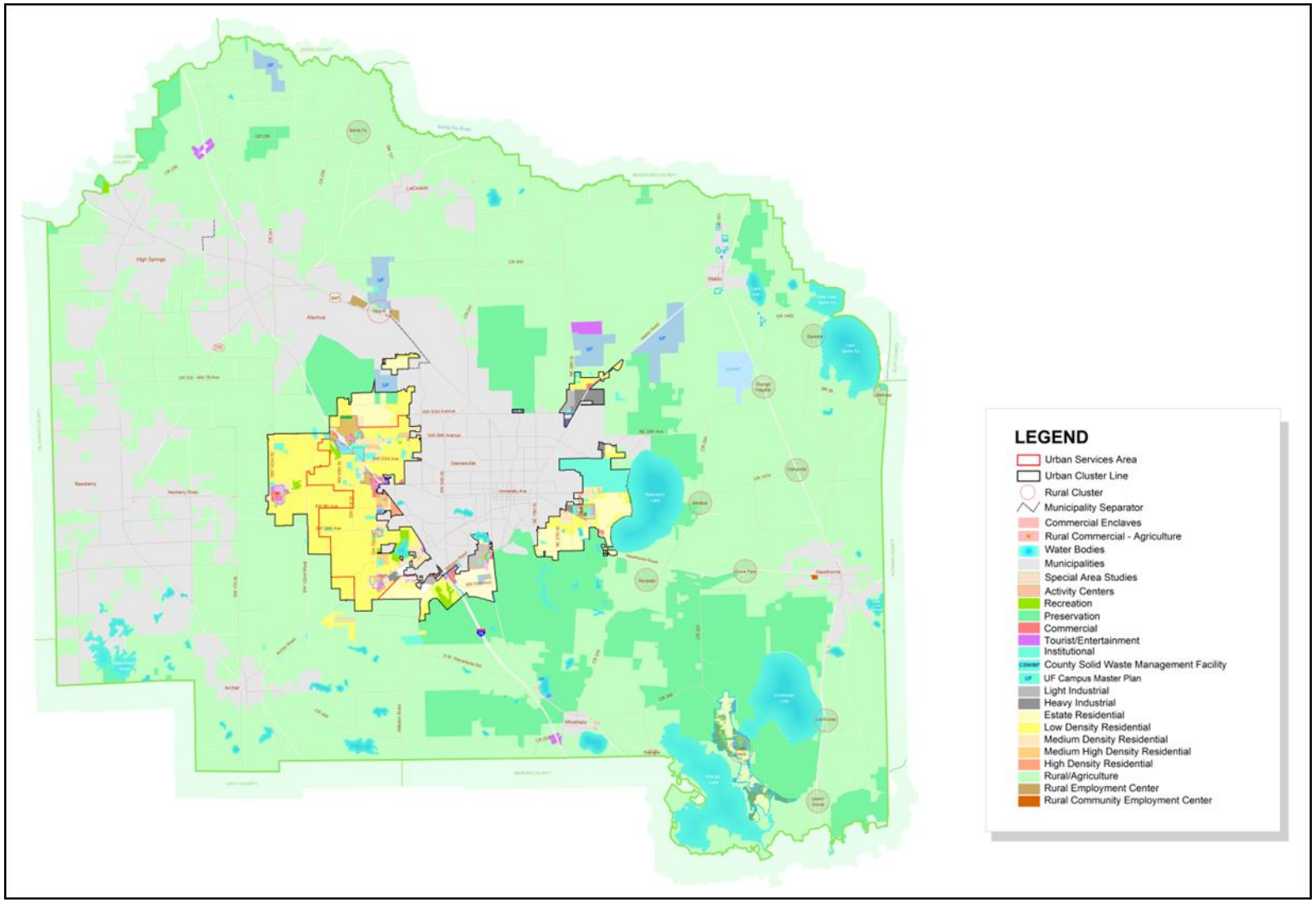
General Strategy 3 (Future Land Use Element)

- **Avoid large areas of single-use, similar densities**, and similar types of units. A **diverse mix of** land uses, housing types and costs and **densities shall be promoted**.

Objectives and Policies Relating to Density from Alachua County Comprehensive Plan

- Provide for…**full range of housing types and densities to serve different segments of the housing market** (Objective 1.2)
- A **range in urban residential densities** should be provided with the **highest densities located in or near urban activity centers and transit oriented developments**, and **lower densities located in outlying areas or areas of the County** which have physical limitations to development. (Policy 1.3.3)

Future Land Use Map 2030



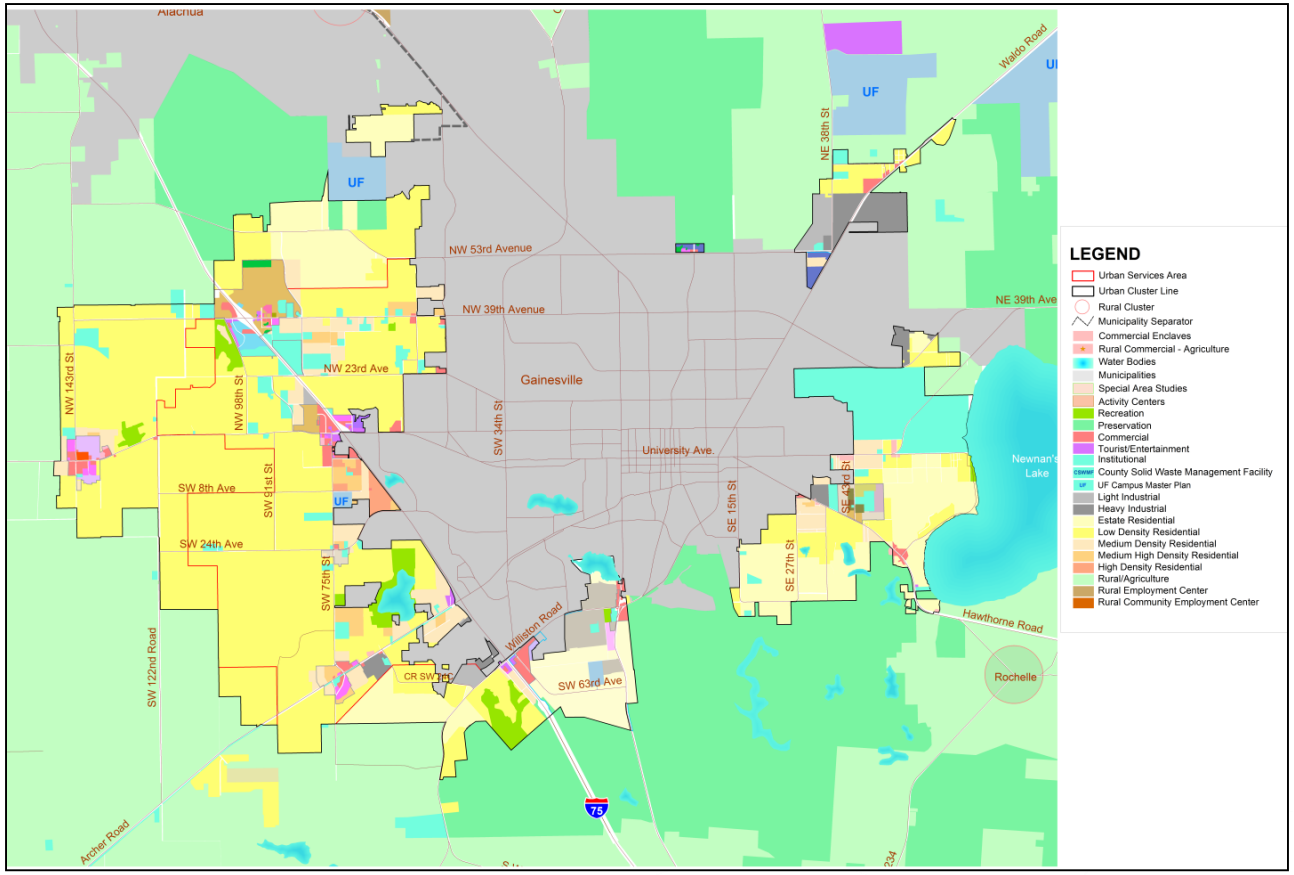
Urban Cluster Density Ranges Identified in Alachua County Comprehensive Plan

Future Land Use Category	Minimum Density	Maximum Density
Residential Estate	N/A	1 unit per 2 acres
Low Density Residential*	1 unit per acre	4 units per acre
Medium Density Residential*	4 units per acre	8 units per acre
Medium-High Density Residential*	8 units per acre	14 units per acre
High Density Residential*	14 units per acre	24 units per acre
Residential 0-2 (Idylwild-Serenola SAS)	N/A	2 units per acre
Residential 2-4 (Idylwild-Serenola SAS)	2 units per acre	4 units per acre

* Categories considered “Urban Residential” per Comprehensive Plan

Future Land Use Map and Density Ranges

Future Land Use Map - Urban Cluster Area



Undeveloped Land In Urban Cluster

Future Land Use Category	Density Range Per Comprehensive Plan	Undeveloped Acres
Estate Residential	Max. 1 unit per 2 acres	1,692
Residential Low	1 to 4 units per acre	3,172
Residential Medium	4 to 8 units per acre	413
Residential Medium-High	8 to 14 units per acre	64
Residential High	14 to 24 units per acre	44
Residential 0-2	0 to 2 units per acre	597
Residential 2-4	2 to 4 units per acre	131
Total		**6,113**

Data from May 2018

Recent Comprehensive Plan Initiatives to Increase Density in Urban Cluster

Traditional Neighborhood Development (TND) & Transit Oriented Development (TOD)

- Mixed use development allowable through development plan review process within Urban Residential future land use categories
- Density may exceed standard ranges in Comprehensive Plan
- TOD or TND required for proposed development ≥150 residential units and contiguous to a planned Rapid Transit or Express Transit Corridor
- TND required for proposed development ≥300 residential units

Recent Comprehensive Plan Initiatives to Increase Density in Urban Cluster

Traditional Neighborhood Development (TND) Density Standards

- Within transit supportive area, **minimum density of four (4) units per acre**, or the minimum density of the underlying land use category, whichever is greater
- For TNDs contiguous with a planned Rapid Transit or Express Transit Corridor, **an additional eight (8) units per acre within the village center and six (6) units per acre within the transit supportive area** outside of the Village Center
- For TNDs that are not contiguous with a planned Rapid Transit or Express Transit Corridor, an **additional four (4) units per acre** within the transit supportive area are allowed
- Outside the transit supportive area, density shall be consistent with the underlying future land use category

Recent Comprehensive Plan Initiatives to Increase Density in Urban Cluster

Transit Oriented Development (TOD) Density Standards

- M**inimum residential densities**:
  - 10 units per acre within village center
  - 7 units per acre within transit supportive area outside of village center
  - 3 units per acre outside transit supportive area

Density within Approved TODs and TNDs

Name	Construction Permits Issued	Future Land Use Category	Acres	Non-Residential (sq. feet)	Residential Units	Gross Residential Density
23 West TND	Yes	Res. Low	22	42,400	174	7.9
Celebration Pointe TOD	Yes	Mixed Use	244	896,000	1,772	7.3
Dogwood Park TND	No	Res. Low	25	184,750	224	9.0
Lugano TND	Yes	Res. Low	145	127,000	460	3.2
GWR TND Jonesville	No	Res. Low and Med.	130	30k - 90k	246 - 653	1.9 - 5.0
Multerra TND	No	Res. Low	25	22,000	228	9.1
Newberry Park TND	Yes	Res. Low	31	27,650	300	9.7
Park Avenue TND	Yes	Res. Medium	28	14,250	298	10.6
Springhills TND/TODs	No	Mixed Use/ Activity Center	388	1,668,500	1,509- 3,296	3.9 - 8.5
TOTALS			**1,038**		**5,211 - 7,155**	**5.0 - 6.9**

Data includes both preliminary and final development plan approvals.

TND = Traditional Neighborhood Development *TOD = Transit Oriented Development*

Recent Comprehensive Plan Initiatives to Increase Density in Urban Cluster

Cottage Neighborhoods (Obj. 1.8 Future Land Use Element)

- Groups of smaller homes/lots built around a common green space.
- Provides opportunity for infill development within Urban Cluster
- Up to twice the maximum density of underlying future land use designation

SW 88th Street Cottage Neighborhood - Final Development Plan

- Low Density future land use designation (max. 4 units per acre)
- 30 lots on 3.83 acres = **Project density approximately 8 units per acre**

Density Trends in Urban Cluster

	2000-2005	2006-2010	2011-2018
Single Family Residential			
Acres	2,053	474	495
Dwelling Units	4,432	1,280	1,104
Average Gross Density (units per acre)	**2.2**	**2.7**	**2.2**
Multi-Family Residential			
Acres	371	32	314
Dwelling Units	2,611	356	2,904
Average Gross Density (units per acre)	**7.0**	**11.1**	**9.2**
Total All Residential			
Acres	2,424	506	809
Dwelling Units	7,043	1,636	4,008
Average Gross Density (units per acre)	**2.9**	**3.2**	**5.0**

Data based on development plans that received final plan approval by the County during these time periods.

Suggestions to Increase Density in Urban Cluster

1. Increase minimum and/or maximum densities for future land use categories
2. Consolidate future land use categories and broaden their density ranges
3. Evaluate County's Future Land Use Map and identify specific areas where higher density future land use designations may be appropriate
4. Consider the possibility of non-mixed-use (residential only) TNDs
5. ULDC development standards and zoning

Suggestions to Increase Density in Urban Cluster

1. **Increase the adopted minimum and/or maximum densities for residential future land use categories in the Urban Cluster.**

Example

“Low Density Residential”

Adopted Density Range:	1 to 4 units per acre
Potential Change:	2 to 6 units per acre

“Estate Residential”

Adopted Density Range:	1 unit per 2 acres, max.
Potential Change:	1 to 2 units per acre*

** Change should be subject to connection to centralized water and sewer system*

Suggestions to Increase Density in Urban Cluster

2. **Consolidate residential future land use categories, and broaden their density ranges**

Example

Currently Adopted Categories

"Low Density Residential":	1 to 4 units per acre
"Medium Density Residential":	4 to 8 units per acre

Potential New Consolidated Category

"Low-Medium Residential":	1 to 8 units per acre

** This would require changes to the Future Land Use Map to reflect the consolidated categories.*

Suggestions to Increase Density in Urban Cluster

3. **Evaluate the adopted Future Land Use Map and identify specific areas in the Urban Cluster where higher density future land use categories may be appropriate and consider amendments to the Future Land Use Map.**

   Factors in evaluating potential areas for greater density may include:

   - Available urban infrastructure and minimal environmental constraints
   - Proximity to Activity Centers
   - Proximity to approved or developed TODs and TNDs
   - Proximity to major employment, education, or health care facilities
   - Surrounding land uses
   - Location relative to City of Gainesville
   - Planned transit corridors

Suggestions to Increase Density in Urban Cluster

4. Allow for residential-only TNDs if a minimum density threshold is achieved

- If the TND achieves a density at or near its maximum allowable density, then the required non-residential component could be reduced or eliminated.
- Areas that would otherwise be used for non-residential uses could instead accommodate residential uses.
- Potentially useful option for smaller sites, or where there are existing commercial uses nearby.
- Other TND design requirements (block pattern, street network, orientation of buildings) would still need to be achieved.

Suggestions to Increase Density in Urban Cluster

5. Consider changes to ULDC zoning and development standards

- Open Space
- Stormwater
- Road standards
- Parking
- Duplex/triplex in single-family residential areas
- Project boundary buffers

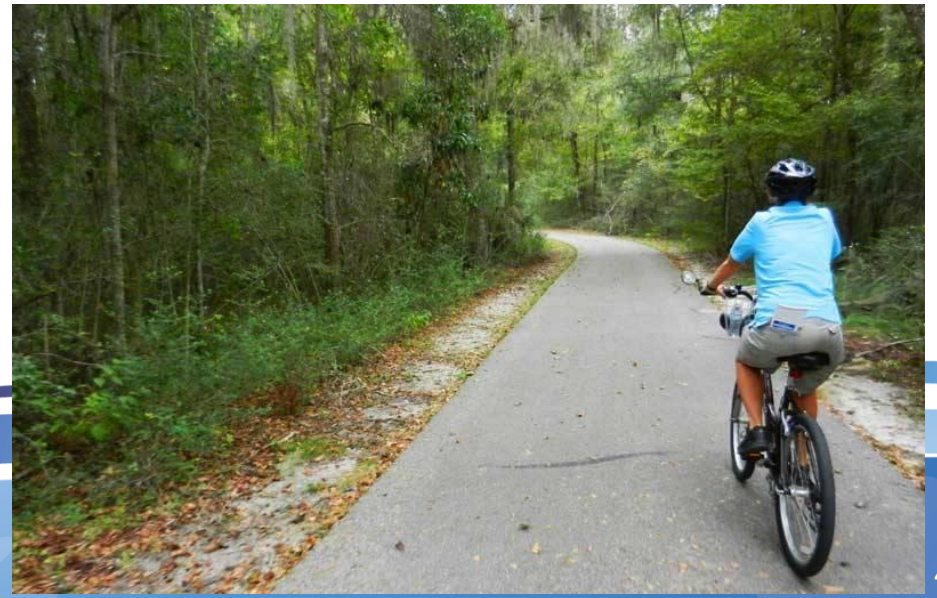
Board Discussion & Direction

Provide direction to staff regarding suggestions to increase density within the Urban Cluster

2. Open Space and Greenways Policies

Open Space and Greenways Master Plan

- Board direction to work with Commissioner Byerly concerning revisions to the Conservation and Open Space Element regarding Open Space in new development and the Greenways Master Plan



Policy Structure

- Objective 5.2 – Open Space in New Development
- Objective 6.0 – Ecologically Functional Linkages
- Objective 7.0 – Greenways Master Plan

Objective 5.2

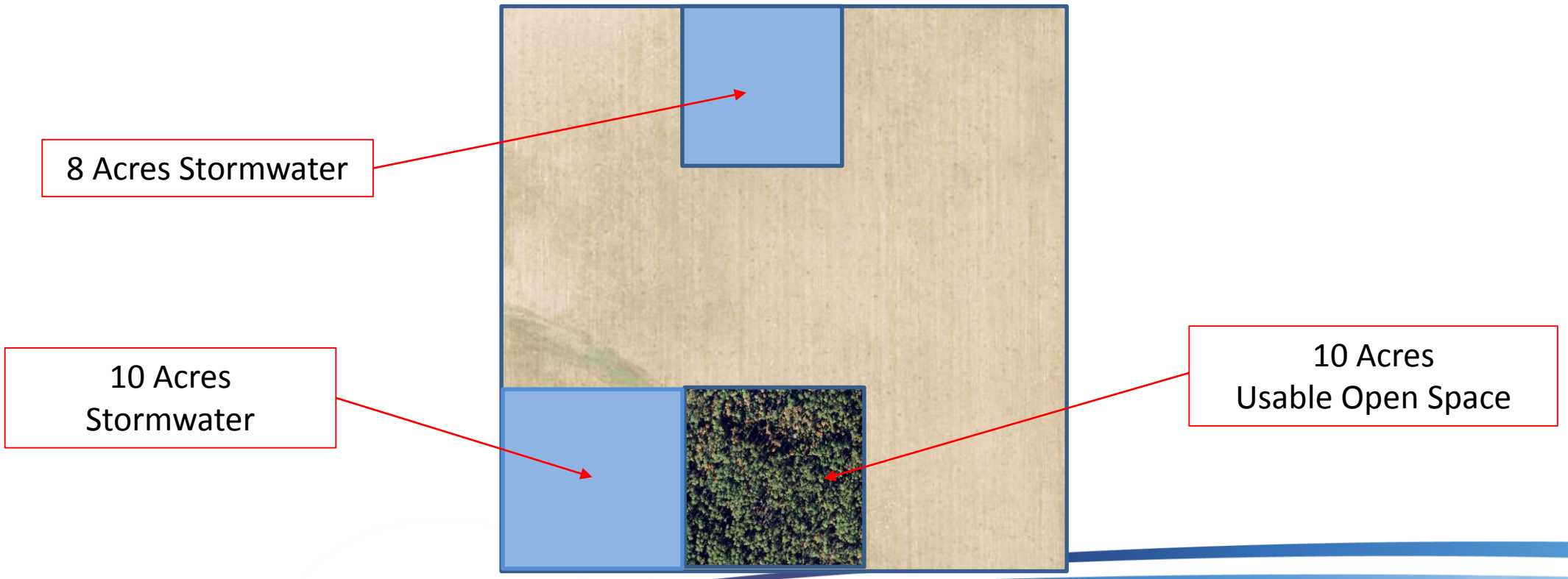
- Issues identified with existing policy:
  - Stormwater as Open Space
  - Lack of cohesive usable Open Space in new development (ie, strips and buffers)
  - Desire to clarify the designation of Open Space in development plans
  - Some exceptions needed and potential for fee-in-lieu option for some development types

Objective 5.2

- No change to Conservation resource protections
- Currently 20% Open Space requirement allows for stormwater to be included
- Staff proposal to reduce the percentage to 10% but remove stormwater from requirement
  - This effectively implements the status quo framework for residential development.
  - Nonresidential/TND/TOD would provide Open Space or utilize Transfer of Development Rights (TDR) or Fee-in-lieu

Current Policy in Residential (Hypothetical 100 acre residential development)

Proposed Policy in Residential (Hypothetical 100 acre residential development)



Objective 5.2

Policy 5.2.~~2~~1 ~~Pervious o~~Open ~~s~~Space shall be provided on at least ~~20%~~ ten percent of ~~the~~ every development ~~site~~, except as specified in Policy 5.2.6. ~~through a variety of features such as:~~

~~(a) Open spaces dedicated primarily to public, recreation, or pedestrian use, such as community gardens, community fields, greens, plazas, and squares.~~

~~(b) Natural areas of non-invasive trees and plants.~~

~~(c) Landscaped areas, including street trees, utilizing a variety and balanced mix of canopy and understory trees, shrubs, and groundcovers, consistent with xeriscape principles and emphasizing native species.~~

~~(d) Linkages to larger open space corridors.~~

~~(e) Portions of stormwater management areas that meet conservation, recreation, or open space design criteria as specified in the Land Development Code.~~

~~(f) Portions of green roofs that meet open space design criteria to be specified in the Land Development Code.~~

Objective 5.2

Policy 5.2.3 After the requirements of 5.2.2 have been met, additional Open Space shall be aggregated into as few individual areas as possible designed to best meet the following goals:

(a) Augment required conservation areas

(b) Preserve significant natural areas and groupings of heritage trees

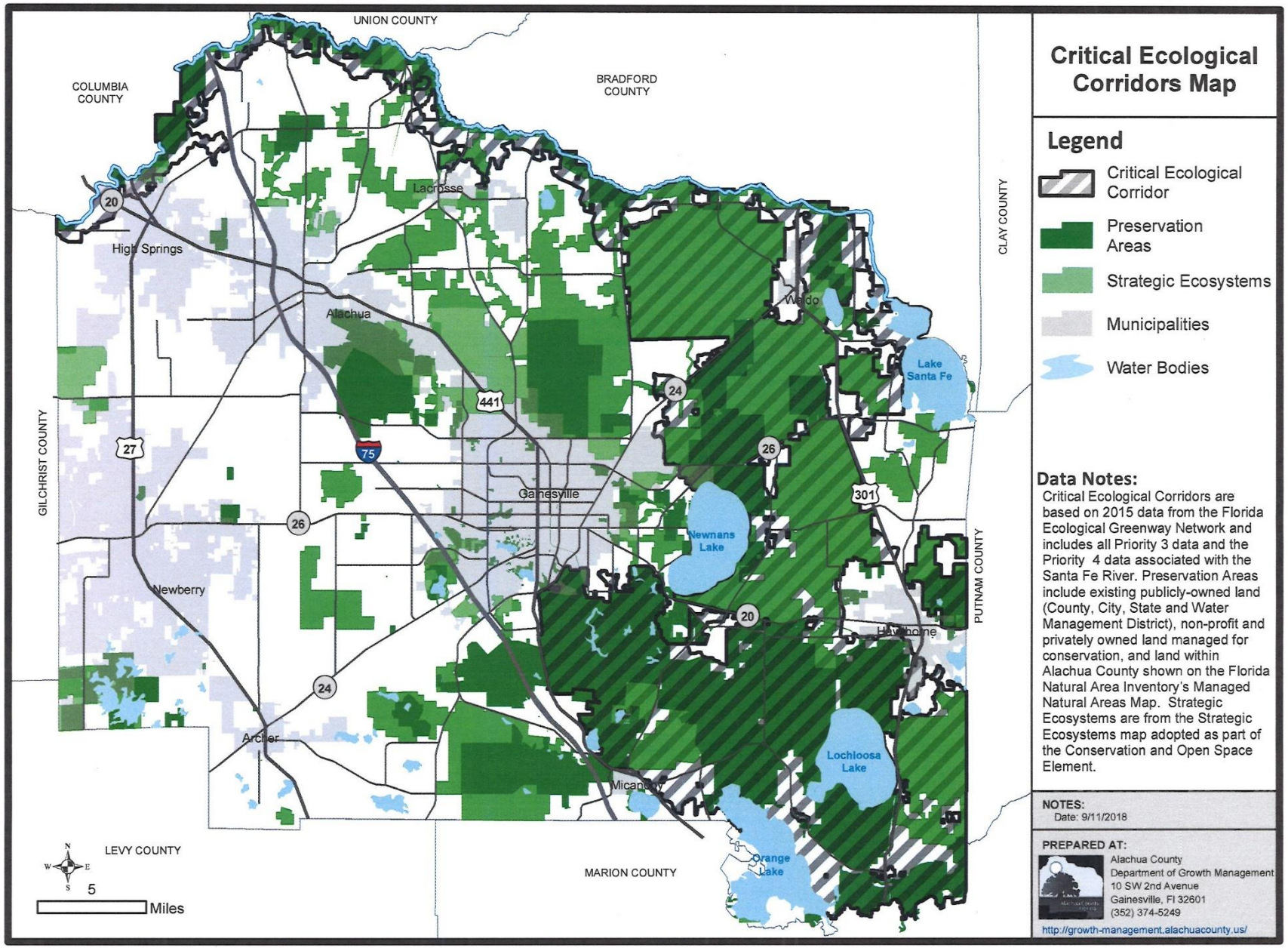
(c) Provide usable and functional open space in the form of community gardens, community fields, greens, and pocket parks

(d) Promote greater usability, resource protection, and connectivity by being contiguous or linked through multiuse paths to greenways, trails, public parks, and Open Space on adjoining parcels

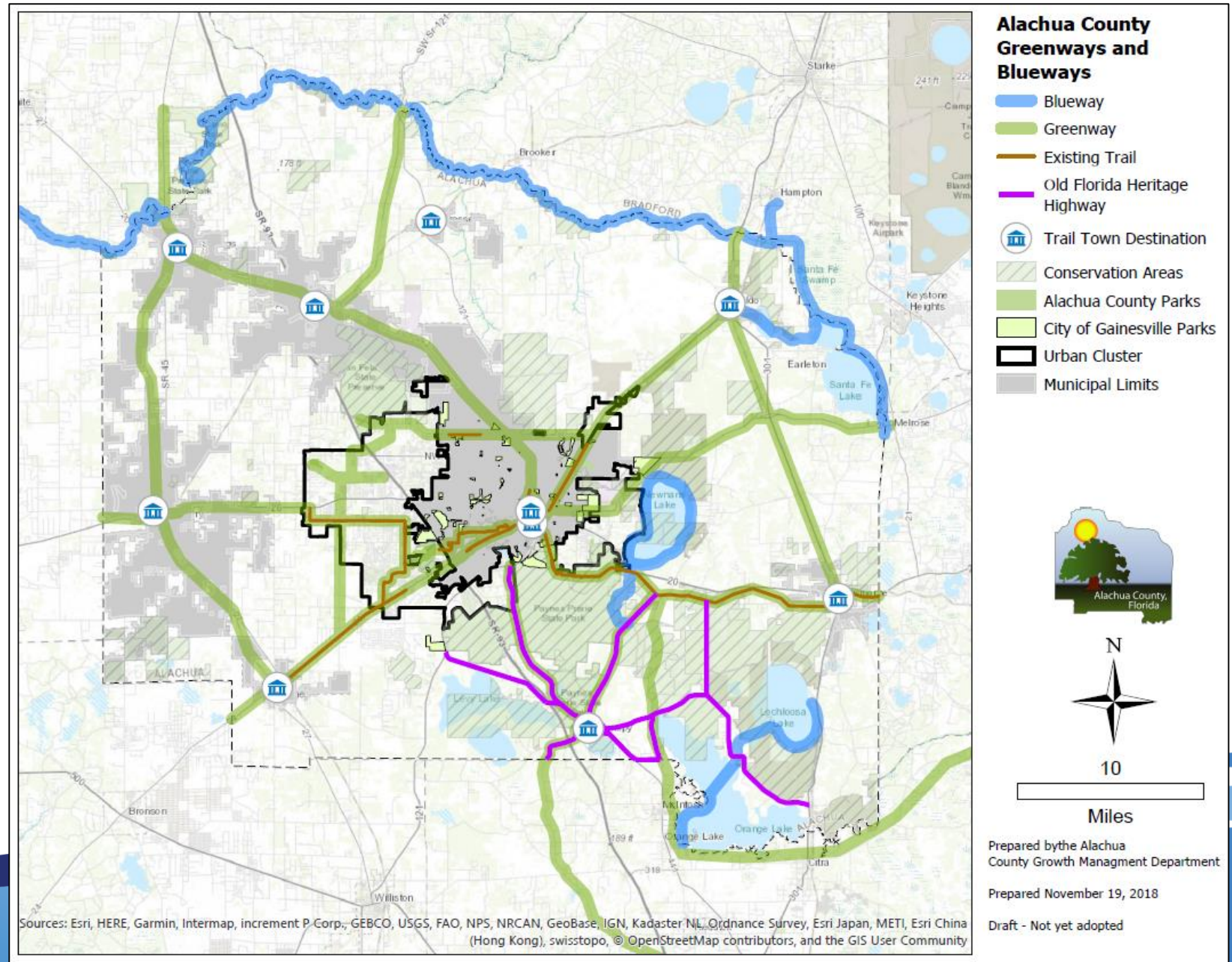
Objective 5.2

- Policy 5.2.6: Exemptions for Family Homesteads, Rural/Ag Unpaved and Towers/Utilities.
- Policy 5.2.7: Certain development types spelled out in Land Development Code could meet Open Space through:
  - Fee in lieu
  - Planned Development with Transfer of Development Rights (PD-TDR)
  - Transfer of Development Rights (TDR)

Objective 6.0 - Critical Ecological Corridors



Objective 7.0 - Greenways Master Plan



Board Discussion & Direction

Provide direction to staff regarding open space and greenways policies

3. Open Space in Clustered Rural Subdivisions and Internal Road Paving Requirements for Rural Residential Subdivisions

Board Direction 2-14-2019 on Open Space in Clustered Rural Subdivisions

Accept the modifications as proposed by staff (per BoCC motion 12-4-2018) with the following changes:

Policy 6.2.12(c)(1)
That the last sentence [allowing a residential unit used as a homestead in the open space] be stricken and any changes necessary to make the elimination of the sentence possible.

Policy 6.2.12(e)(3)
A forest management plan for the open space of the rural cluster subdivision will only be required on existing silviculture operations and only to the point where they can be made an acceptable fire risk.

Draft Changes – Open Space in Clustered Rural Subdivisions

- Strike last sentence of Policy 6.2.12(c)(1) allowing a residential unit to continue to be used as a homestead in the open space
- Under list of potential methods of ownership and maintenance of open space, if original landowner, require transition of ownership and control to another of the listed entities in Policy 6.2.12(e)(1)
- Clarify that intensive silviculture uses including practices “that are adverse to the natural resource values and functions of a natural forest system” shall not be allowed (Policy 6.2.12(c)(3))

Draft Changes – Open Space in Clustered Rural Subdivisions

- Clarify 1) management plan objectives must be consistent with “Conservation & Open Space Element objectives and policies for preservation, enhancement, and restoration of natural resource values”, 2) “any existing silviculture operations are required to be managed to a point where they can be made an acceptable fire risk” (Policy 6.2.12(e)(3)), and 3) add definition of Natural Forest Management
- Add “Land development regulations for open space ownership, maintenance, and management shall be updated consistent with applicable Goals, Objectives, and Policies in the Comprehensive Plan” (Policy 6.2.12(e)(3))
  - “Recommended practices for any agricultural activities within the open space” from sources such as UF IFAS “shall be considered to the extent they are consistent with policies in the Comprehensive Plan including natural resource protection” (Policy 6.2.12(e)(3))

Board Discussion & Direction

Provide direction to staff regarding open space in Clustered Rural Subdivisions

Board Direction – Road Paving Requirements for Rural Residential Subdivisions

Provide language that would allow some discretion/flexibility as to the requirement for paved internal road access for rural developments.

Adopted Policy – Road Paving Requirements for Rural Residential Subdivisions

- Rural residential subdivisions up to 6 lots may have access from an unpaved private easement road internal to the subdivision
- Clustered rural residential subdivisions require paved internal roads
  - Board's previous direction was to change the threshold for clustering of rural residential subdivisions from 25 lots to 10 lots

Issues with New Unpaved Roads

- Cannot be accepted by County, therefore, must be private
- Less costly to construct but more costly to maintain long term
- Difficulties for public safety and emergency vehicle access
- Air quality issues with dust/debris
- County may be asked to repair or take over maintenance of private unpaved roads due to poor condition and/or public safety concerns

Draft Change – Road Paving Requirements for Rural Residential Subdivisions

- Rural residential subdivisions up to **9 lots** may have access from an unpaved private easement road internal to the subdivision (Policy 6.2.6 and 6.2.6.1 Future Land Use Element)

Subdivisions Less than 10 Lots:

May be non-clustered design
Access to lots may be from unpaved internal private easement road

Subdivisions of 10 or More Lots:

Must be clustered design
Paved internal roads required

Board Discussion & Direction

Provide direction to staff regarding road paving requirements for rural residential subdivisions

4. Traditional Neighborhood Development (TND) Design Standards

TND Design

May 17th Board motion: Request staff to build a presentation around the four introduction principles in the transportation element with visuals that highlight the Traditional Neighborhood Development Design Criteria so that the Board may either change or reaffirm their commitment to building this kind of community.

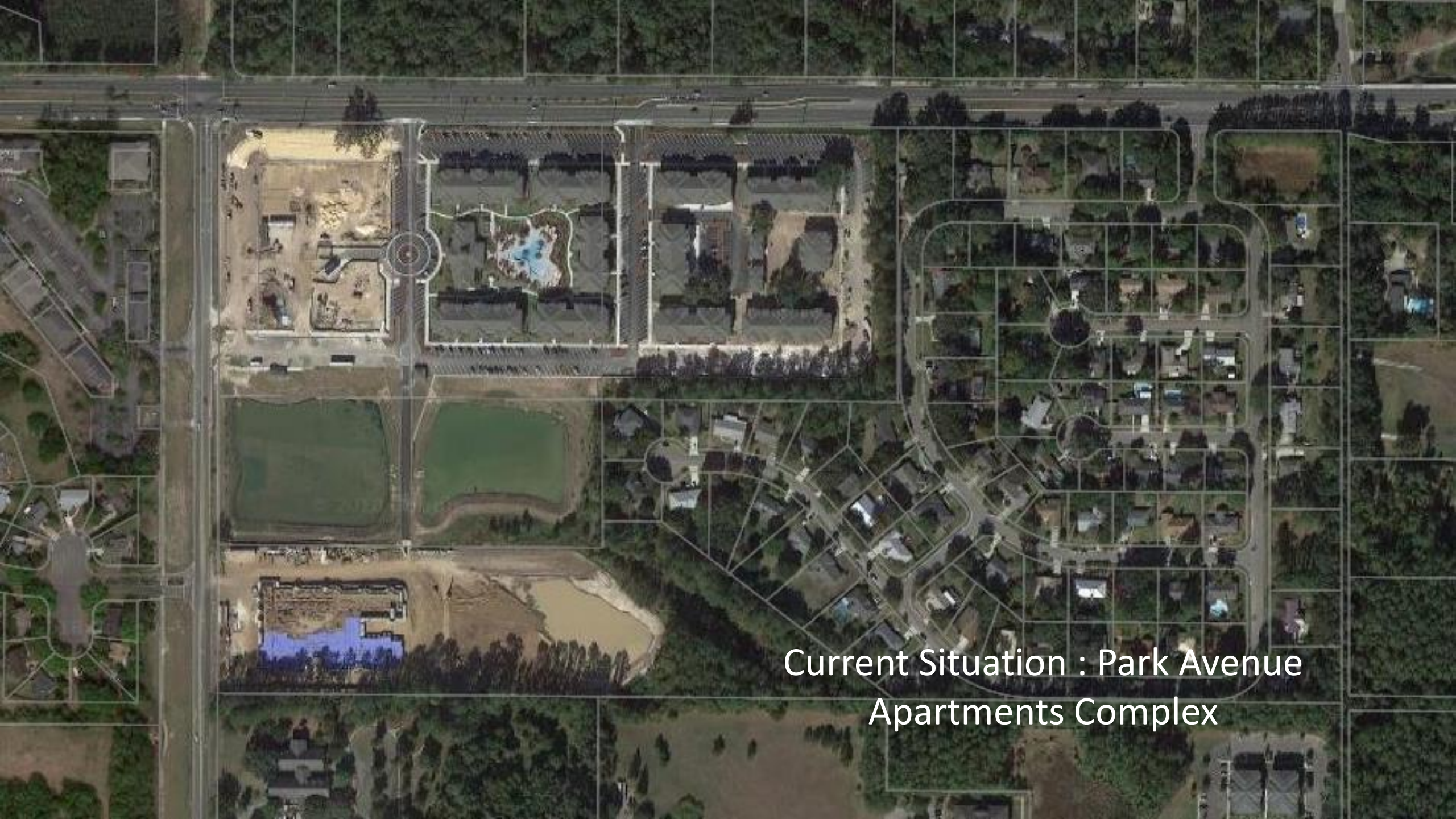
Transportation and Mobility Element Principles

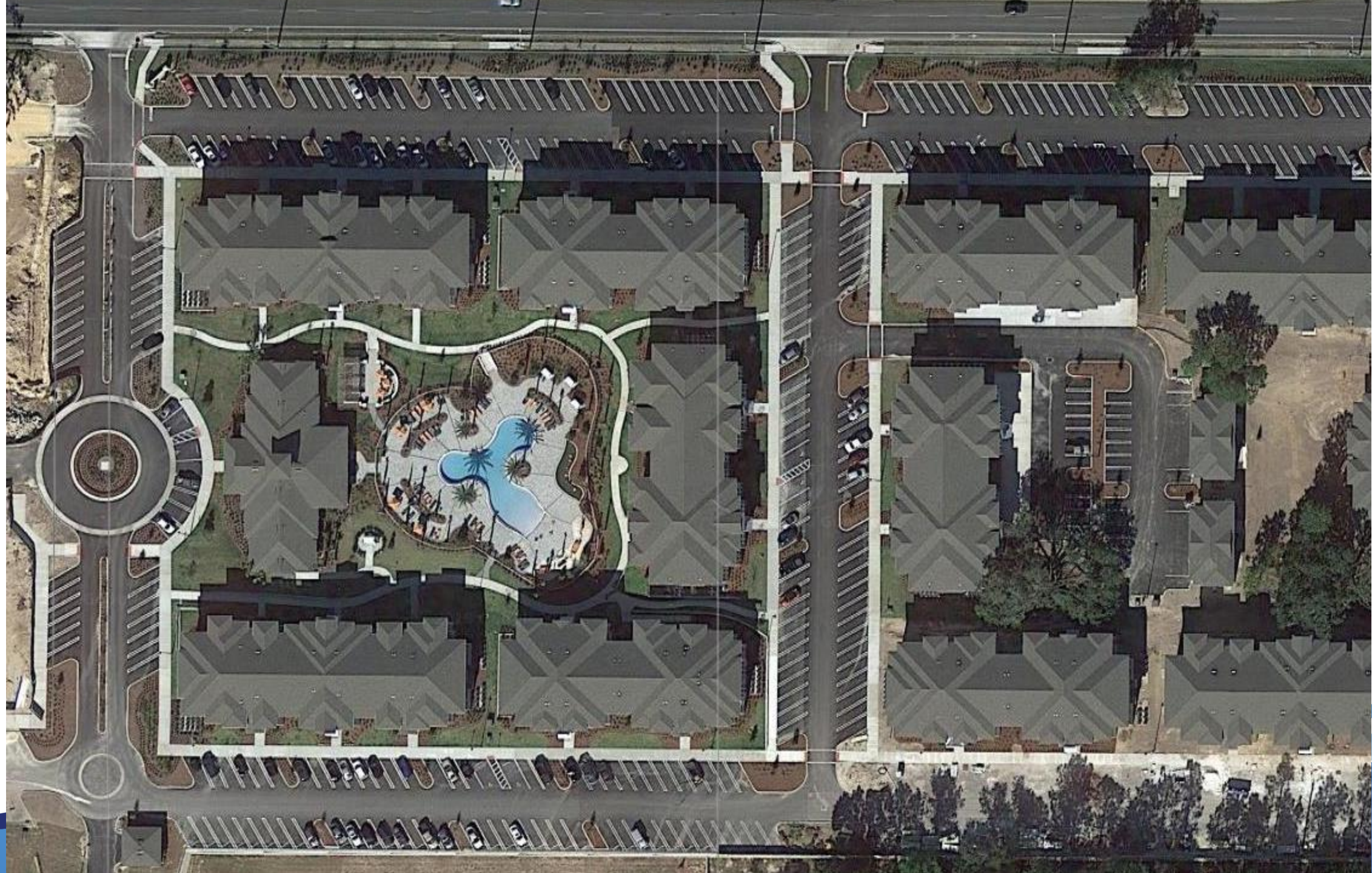
PRINCIPLE 1 TO ESTABLISH AND MAINTAIN A SAFE, CONVENIENT, AND EFFICIENT AUTOMOBILE, TRANSIT, BICYCLE AND PEDESTRIAN TRANSPORTATION SYSTEM, CAPABLE OF MOVING PEOPLE AND GOODS THROUGHOUT THE COUNTY.

PRINCIPLE 2 TO REDUCE VEHICLE MILES OF TRAVEL AND PER CAPITA GREEN HOUSE GAS EMISSIONS THROUGH THE PROVISION OF MOBILITY WITHIN COMPACT, MIXED-USE, INTERCONNECTED DEVELOPMENTS THAT PROMOTE WALKING AND BICYCLING, ALLOW FOR THE INTERNAL CAPTURE OF VEHICULAR TRIPS AND PROVIDE THE DENSITIES AND INTENSITIES NEEDED TO SUPPORT TRANSIT.

PRINCIPLE 3 DISCOURAGE SPRAWL AND ENCOURAGE THE EFFICIENT USE OF THE URBAN CLUSTER BY DIRECTING NEW DEVELOPMENT AND INFRASTRUCTURE TO AREAS WHERE MOBILITY CAN BE PROVIDED VIA MULTIPLE MODES OF TRANSPORTATION.

PRINCIPLE 4 PROVIDE AN ALTERNATIVE TO CONVENTIONAL TRANSPORTATION CONCURRENCY WITHIN THE URBAN CLUSTER THAT RECOGNIZES THAT CONGESTION IS ACCEPTED IN GROWING URBAN AREAS, SO LONG AS VIABLE ALTERNATIVE MODES OF TRANSPORTATION ARE PROVIDED THAT SERVE TRAVEL DEMAND ALONG CONGESTED CORRIDORS. CONGESTION ALONG SOME ROADWAYS IS THE TRADEOFF BETWEEN ADDING ROADWAY CAPACITY ON CONGESTED CORRIDORS AND DEVELOPING AN INTERCONNECTED NETWORK OF ROADWAYS, BICYCLE AND PEDESTRIAN FACILITIES AND DEDICATED TRANSIT LANES SERVED BY EFFICIENT TRANSIT SERVICE.


Current Situation : Park Avenue
Apartments Complex



Measurements

- Distance between buildings adjacent sidewalk and 39th Ave = 94 ft
- Width of buffer/tree preservation area (from curb of 39th to Curb of parallel Park Avenue Street) = 28 ft
- Width of Park Avenue Street including parking= 66 ft

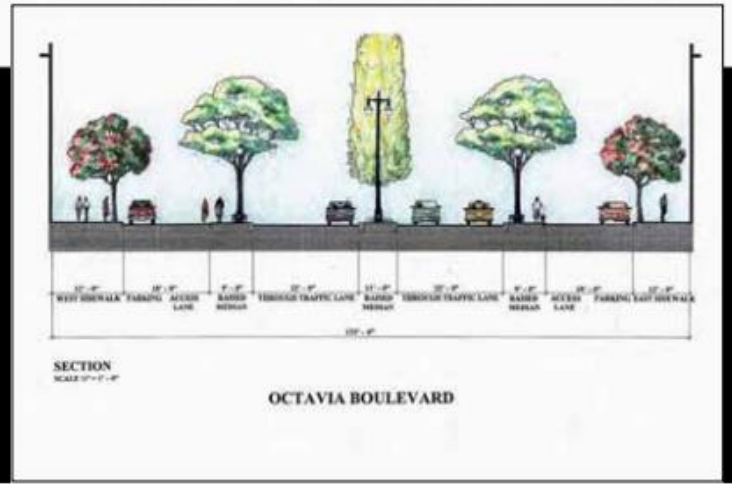

DRIVE THRU


STOP

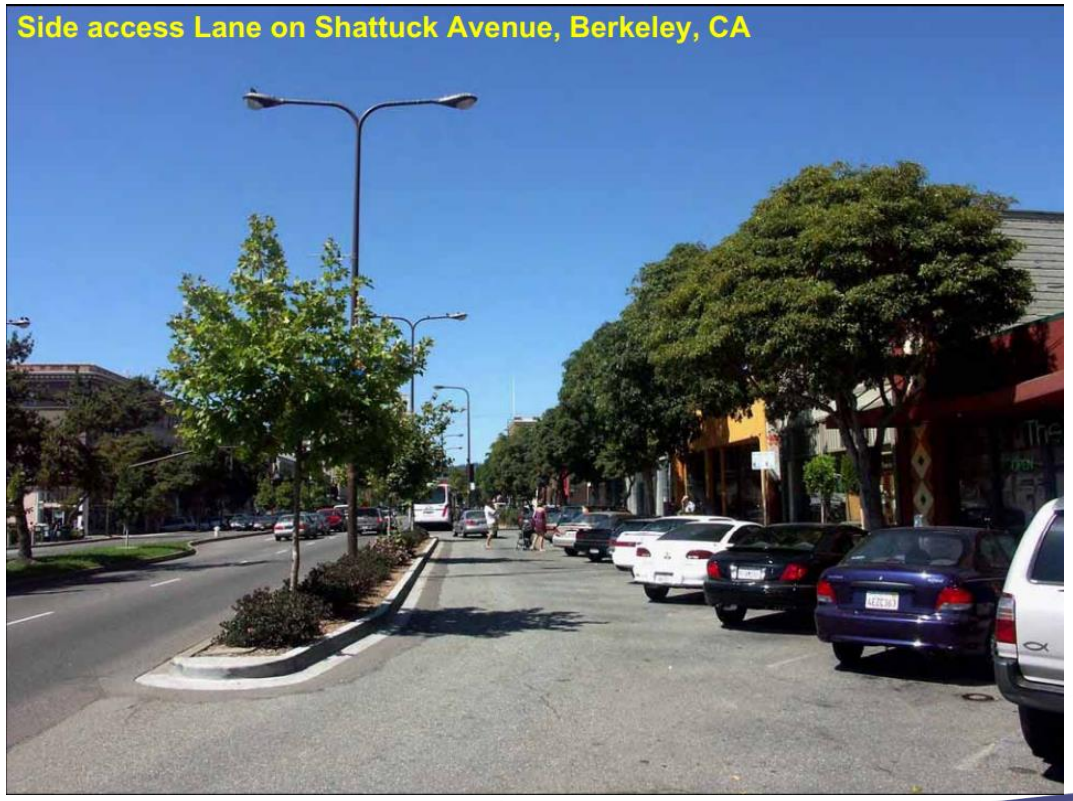

SPEED LIMIT 45
SPEED LIMIT 45

Multiway Boulevards

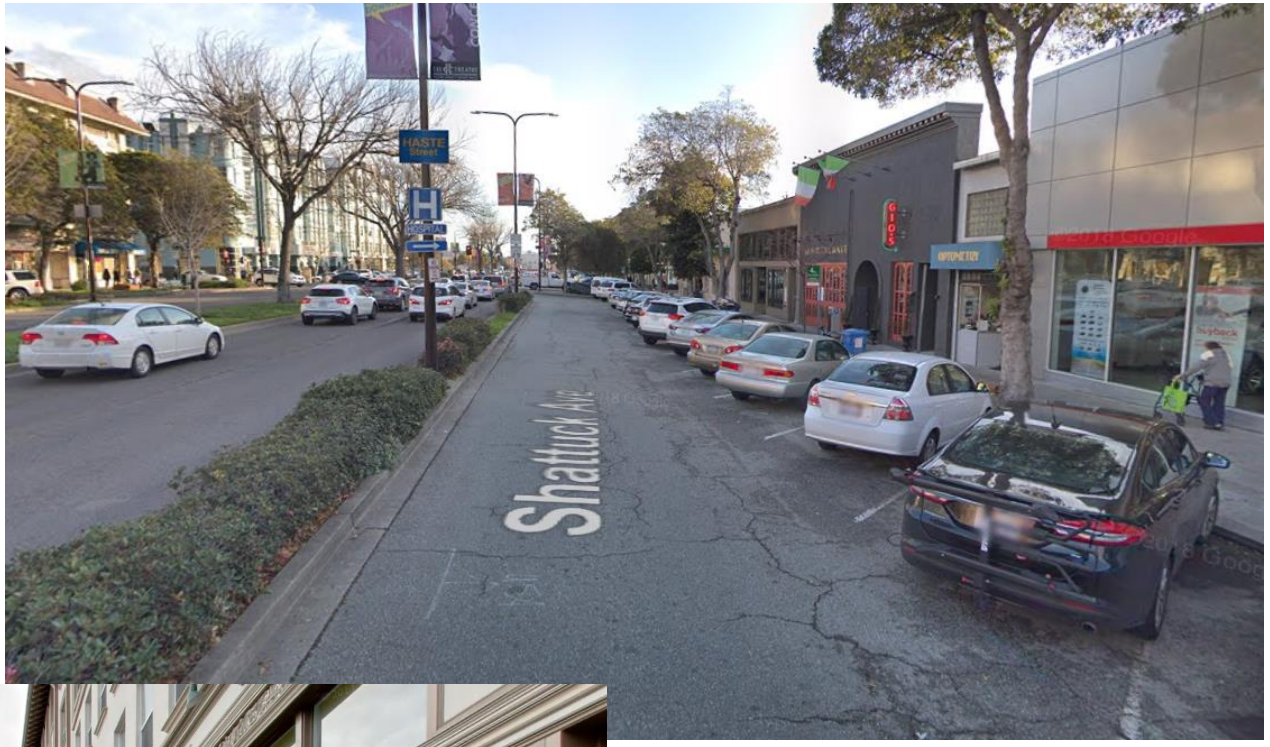
Octavia Boulevard in San Francisco: Multiway Blvd. in Urban Center/Urban Core

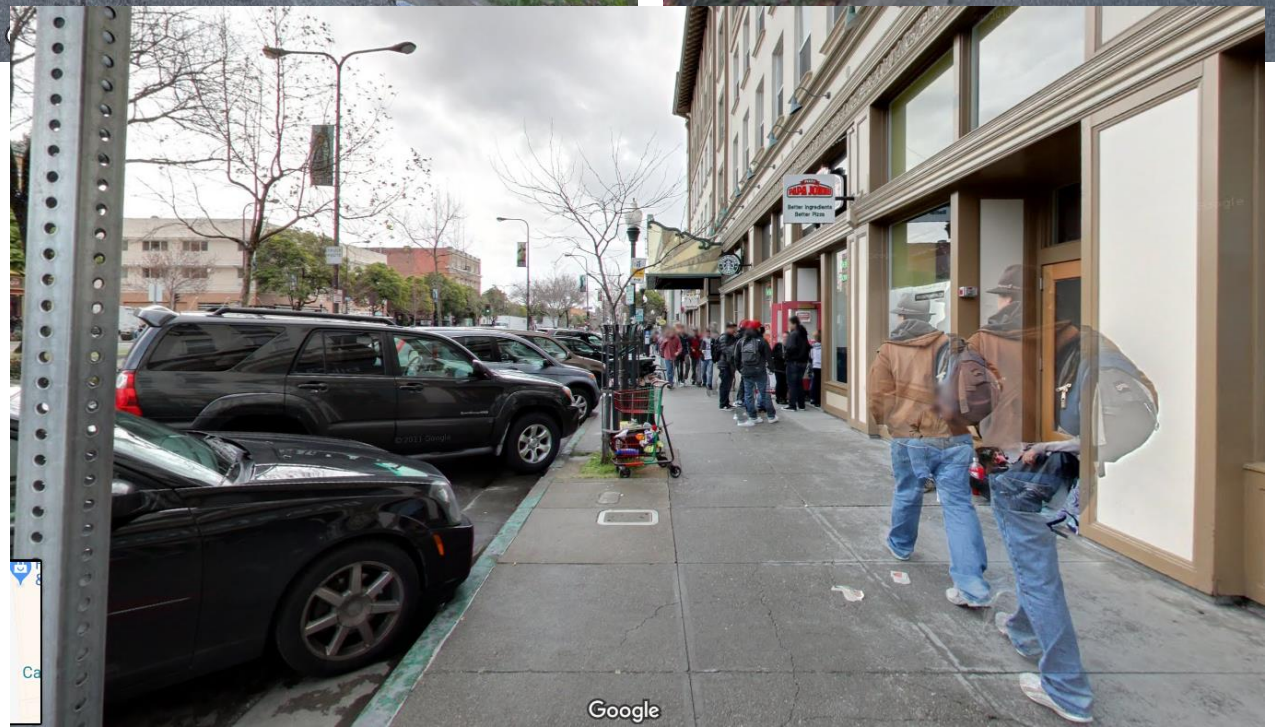


Berkley, CA : Shattuck Avenue




Shattuck Ave


HASTE
Street
Shattuck Ave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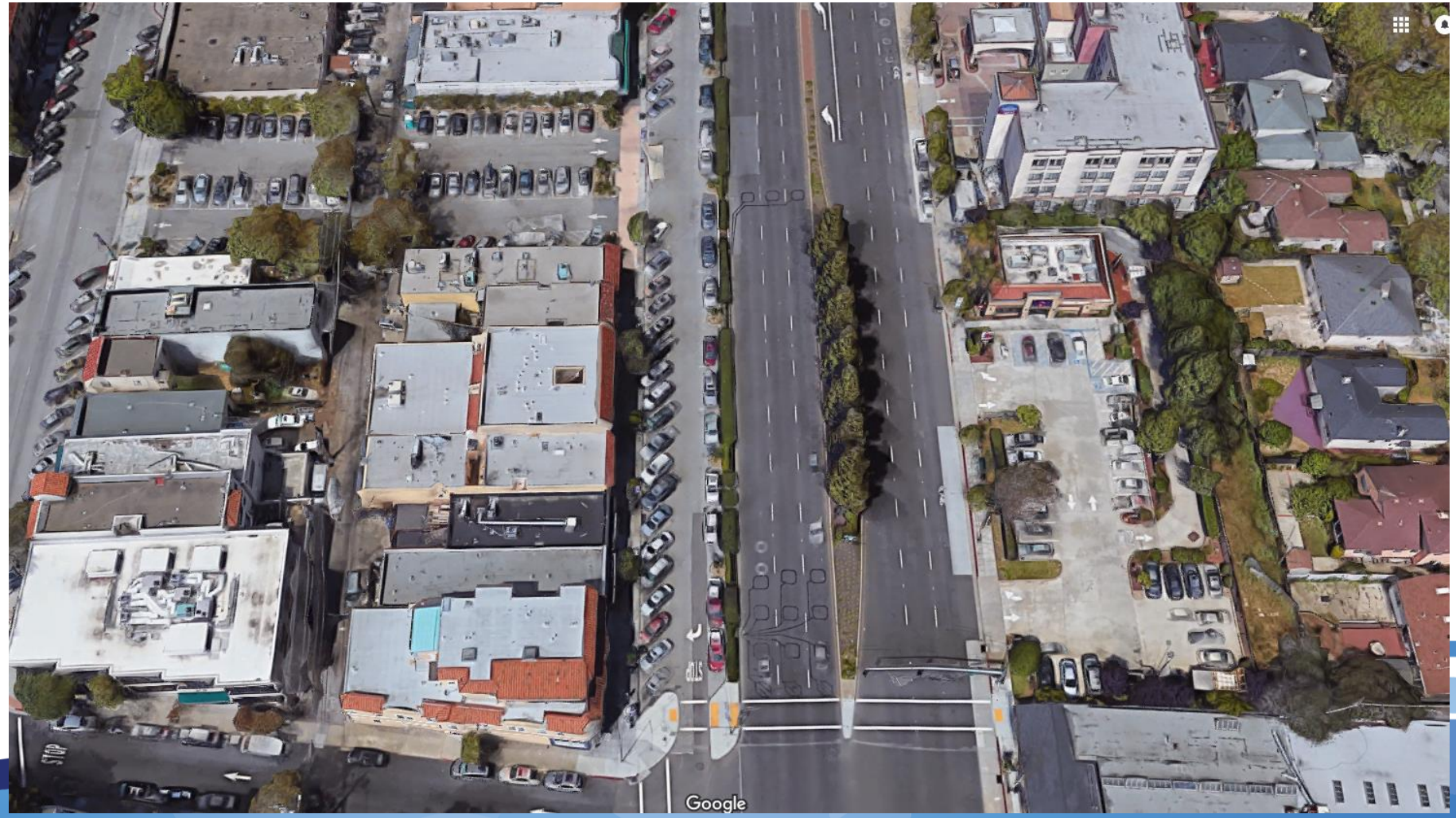
Measurements:

Distance between buildings adjacent sidewalk and main road = 36ft

Width of buffer = 5 ft (variable)

Width of parking area = 26 ft

Millbrae, CA : El Camino Real ex.1




El Camino Real
Google


El Camino Real
Google


BEN TRE
Vietnamese Homestyle Cuisine
Google

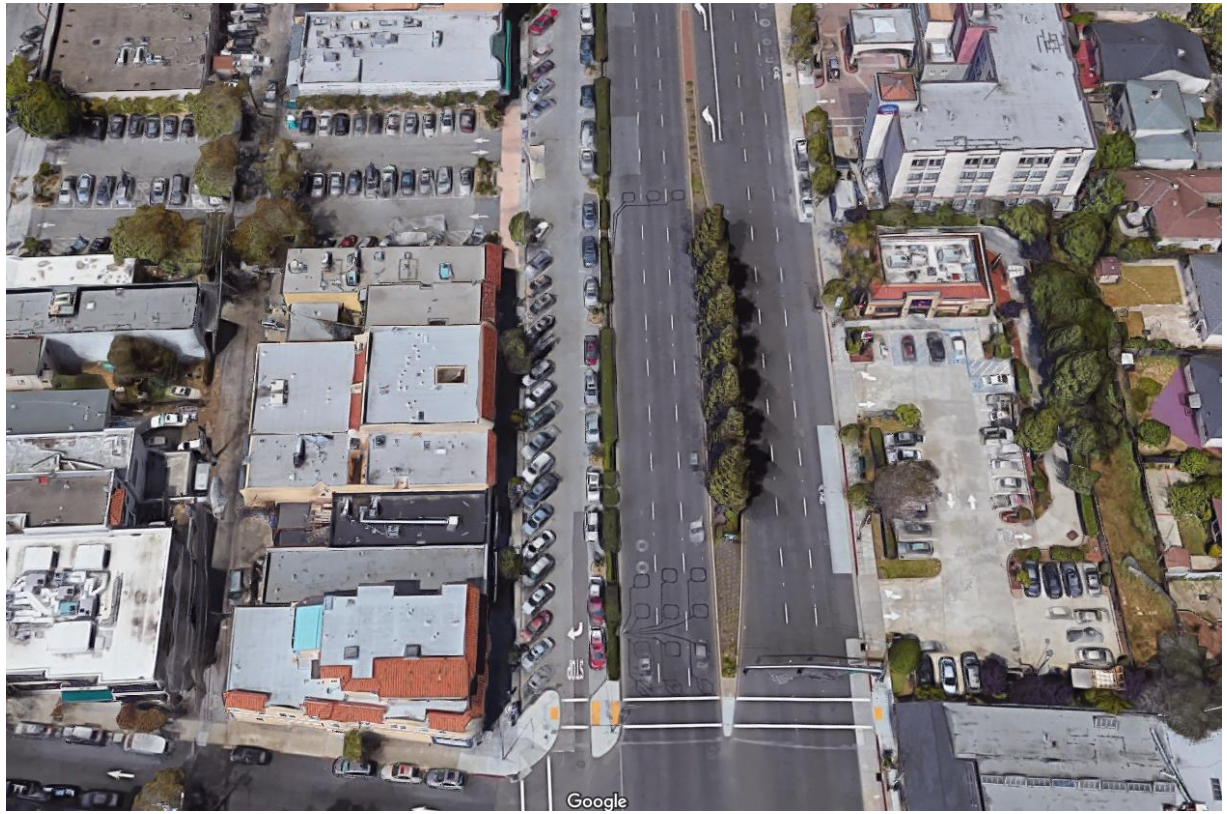

Hair Designs
Hair Nail
Supplies
Google

Measurements:

Distance between buildings adjacent sidewalk and main road = 40ft

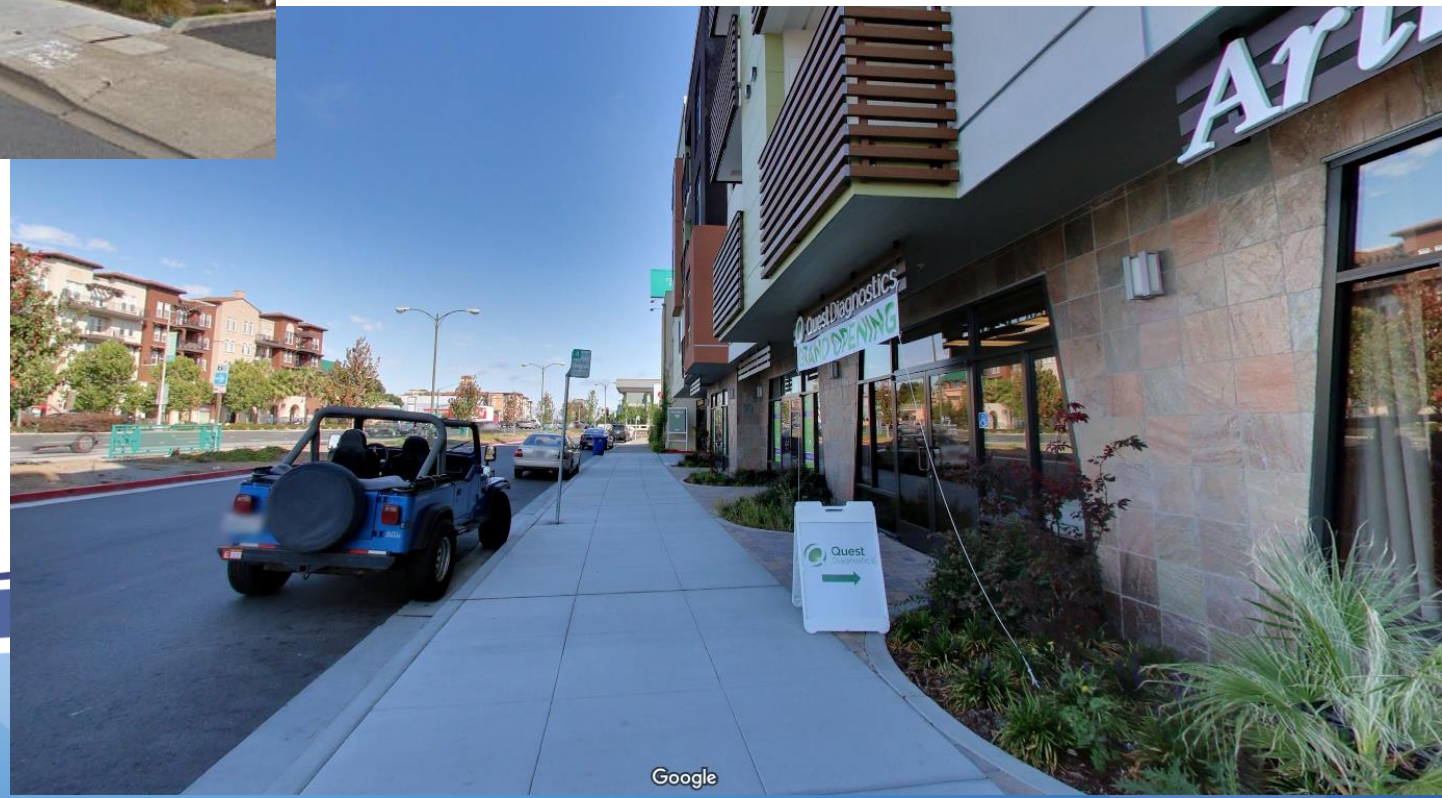
Width of buffer = 6 ft (variable)

Width of parking area = 35 ft



Millbrae, CA : El Camino Real ex. 2


S Irwin Pl
82
50% OFF


Quest Diagnostics
GRAND OPENING
Quest
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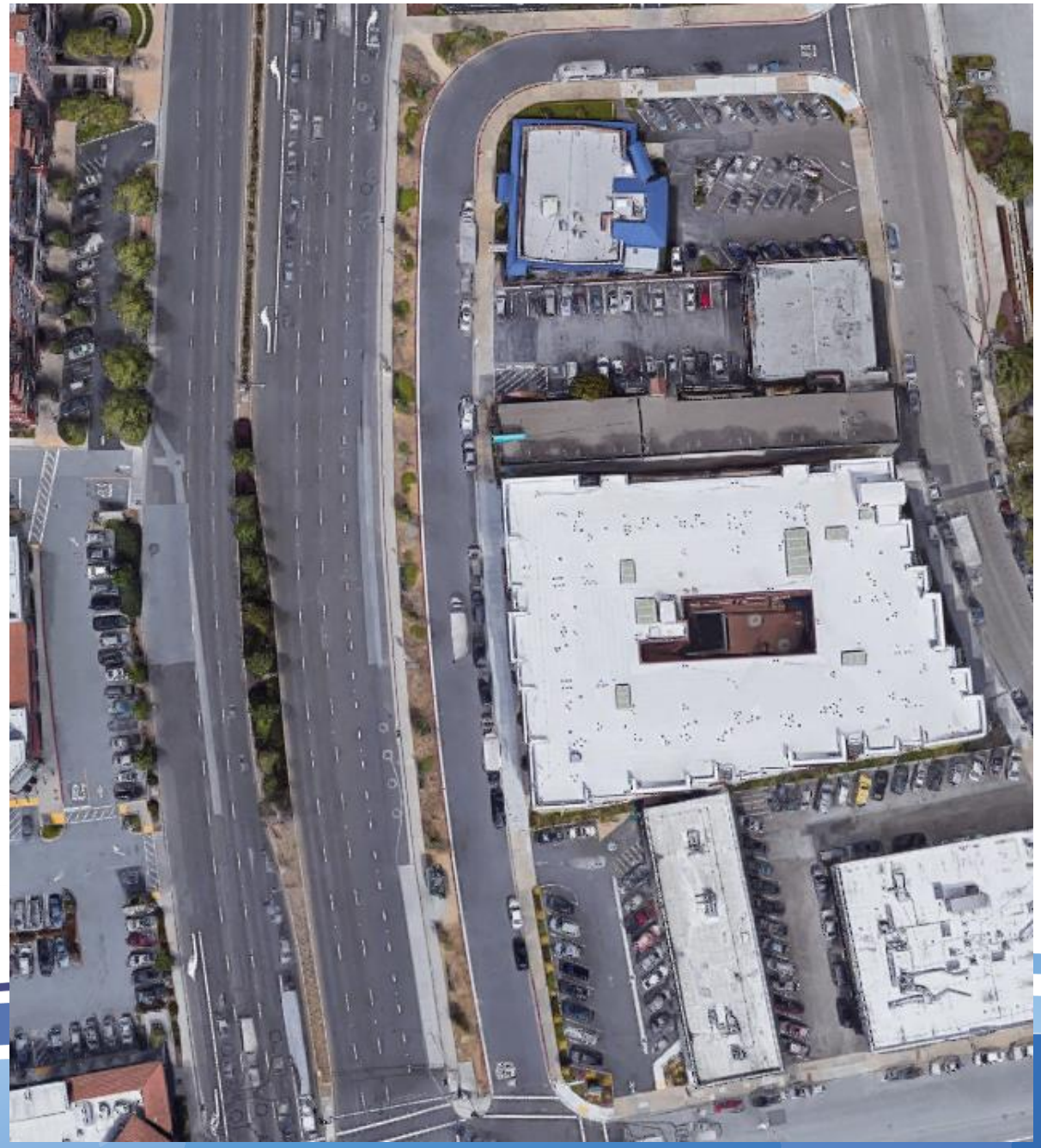
Measurements:

Distance between buildings adjacent sidewalk and main road = 48 ft (including 6 ft wide roadside sidewalk)

Width of buffer = 20 ft

Width of parking area = 25 ft (single side parallel)



Millbrae, CA : El Camino Real ex. 3

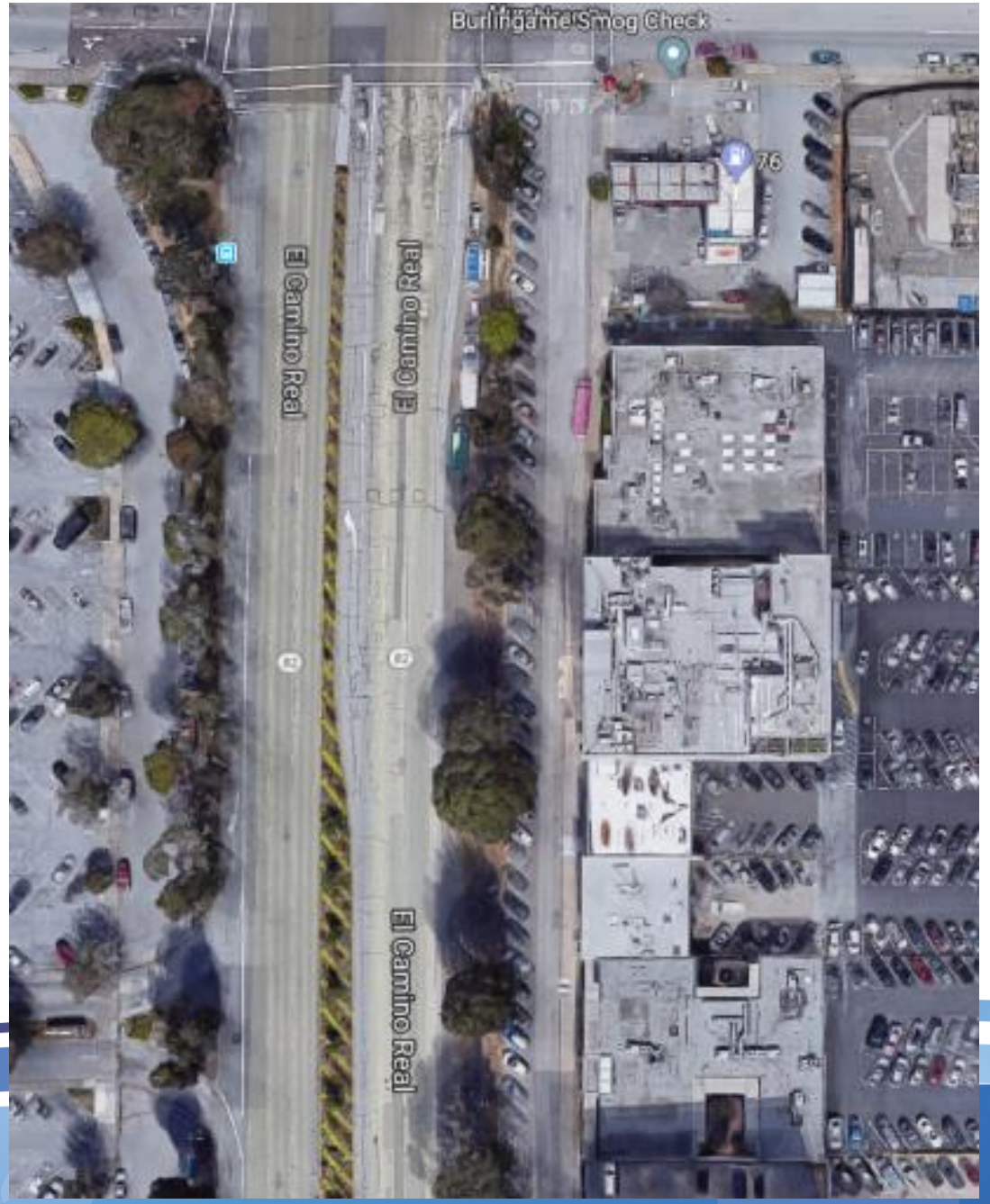

AERO

Measurements:

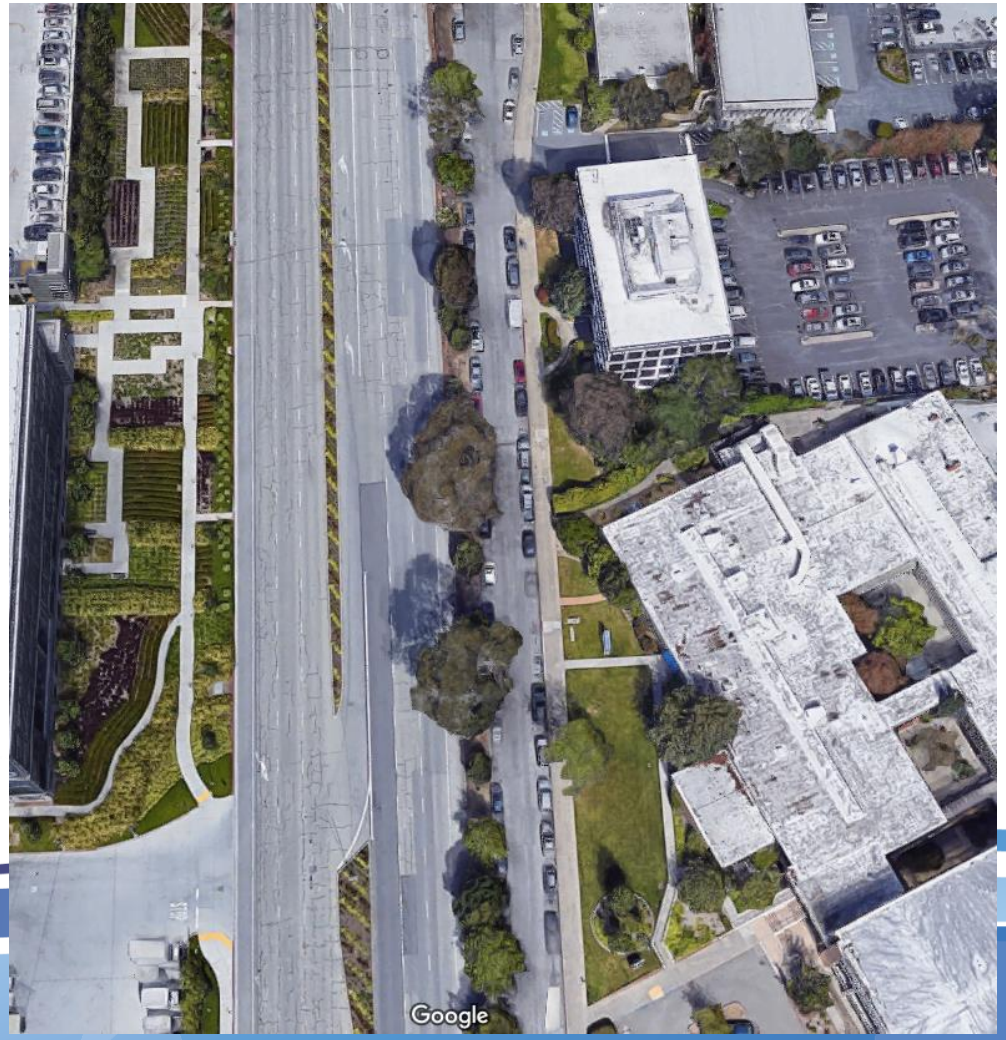
Distance between buildings adjacent sidewalk and main road = 60 ft

Width of buffer = 30 ft

Width of parking area = 29 ft (single row diagonal facing away from sidewalk)



Millbrae, CA : El Camino Real ex. 4




CA-82


Google

Measurements:

Distance between buildings adjacent sidewalk and main road = 44 ft

Width of buffer = 13 ft

Width of parking area = 29 ft (double row parallel)

Potential Code Revision for TND

- 40 foot maximum street width from curb to curb (including parking) when parallel to a collector or arterial roadway
- 40 feet will limit reduce the visual impact of the buildings being set off of the arterial or collector roadway while still allowing pedestrian friendly human-scaled environment
- This restriction in width will ensure that streets can not have diagonal parking on both sides.

Potential Code Revision for TND

- Within a 40’ space a the street could contain:
  - 2 side parallel parking with two-way travelway
  - 2 side diagonal with a single one-way travelway
  - One side diagonal and one side parallel with a single one-way travelway

Board Discussion & Direction

Provide direction to staff regarding Traditional Neighborhood Development design standards